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ABSTRACT

Materials in this sourcebook were prepared from the program of a workshop on position development for student work-learning programs at Berea College. Discussions center upon categories of student assignments and special attributes of student manpower; preparation of effective job descriptions to achieve goals of employer, student, and educational institution involved in a student work-learning activity; and problems faced in administration of work-learning programs and suggested approaches and solutions. (Author)

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# WORKSHOP ON POSITION DEVELOPMENT FOR STUDENT WORK-LEARNING PROGRAMS MARCH 5 & 6, 1974

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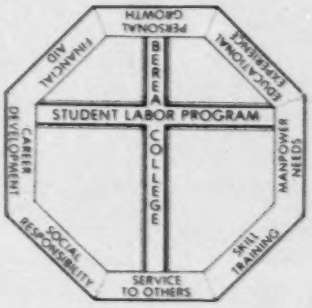


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MATERIALS IN THIS SOURCEBOOK WERE PREPARED FROM THE WORKSHOP PROGRAM FOR DISSEMINATION TO WORKSHOP PARTICIPANTS AND OTHERS

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WORK-STUDY DEVELOPMENT PROJECT SOURCEBOOK #4

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SOURCEBOOK FOUR

# POSITION AND PROJECT DEVELOPMENT WORKSHOP

Work-Study Development Project

Berea College
Berea, Kentucky

March 5-6, 1974

PROCEEDINGS

Loren Kramer
Workshop Coordinator

CONTENTS

Introduction i

The Philosophy of Work-Study 1

*William R. Ramsay*
*Dean of Labor*
*Berea College*

Developing a Job Definition 16

*Dr. Frank Adams*
*Director of Student Work and Financial Assistance*
*Southern Illinois University*

Administrative Considerations 28

*Richard Ungerer*
*Director of Center for Washington Learning Opportunities*

# POSITION AND PROJECT DEVELOPMENT WORKSHOP

Work-Study Development Project
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Loren Kramer, Workshop Coordinator

## INTRODUCTION

Student work-learning activities take many different forms, and participation is encouraged to meet many different needs. The forms include but are not limited to cooperative education programs, on and off-campus work-study programs, various student volunteer programs, internship programs, and University Year for Action. The needs to be met include but are not limited to manpower utilization, personal growth, financial aid, career development, service to others, skill training, and general education. Out of this diversity of programmatic approaches and goals are there common concerns which directors of student work-learning programs can address together? The Work-Study Development Project at Berea College affirms that there are commonalities and has identified three of them as topics for a series of workshops. Supervision of student workers is a critical component of all work-learning enterprises. Position and project development is also an important aspect of work-learning undertakings. And finally, the attention to administrative and financial details is a necessity to get the most from a work-learning situation.

The articles which appear in this sourcebook are excerpted from the talks and discussions which took place at the first workshop on

position and project development for student work-learning programs held March 5 and 6, 1974, at Berea College. The ideas and approaches set forth by the speakers are not to be regarded as automatically transferable to any other given student work-learning situation. It is hoped that the remarks presented here will help to stimulate new ideas and alternatives for developing student work positions.

# THE PHILOSOPHY OF WORK-STUDY

William R. Ramsay
Dean of Labor
Berea College

*There are some grounding principles undergirding the various forms which work-learning activities take. William R. Ramsay's opening remarks itemize and explain the major advantages of work-learning for the accomplishment of multiple goals. Categories of student assignments and special attributes of student manpower are presented as a sound basis from which to begin the tasks of position and project development.*

All of us have different images of what work-study is. We use the term "labor" at Berea College, which is different than at most places involved in work-learning.

Two summers ago, a Berea graduate with a degree in biology began working in a gas station because he didn't want to go to graduate school and he didn't have a job. Working with the Southern Regional Education Board (SREB) in Atlanta, we were able to offer him an internship to do a study of water quality in the rural areas of this county for the Public Health Service, which needed the information and had no field staff to do this kind of thing. A student intern was the obvious answer, as he could take a summer to work full-time in obtaining water samples and making visual surveys of water supplies. Samples were sent to the labs in Cincinnati. The young man accepted the internship, and we sent him out to collect samples, do observations, and talk to people. The

internship was structured by the SREB pattern, with a committee to discuss his observations and findings with him and to help him interpret them in the broadest possible sense - to get the most out of the experience, as well as to do the job for Public Health.

He went to a house in one of the rural areas, and an old man met him with a shotgun and said, "What are you doing here?"

"Well, sir," he said, "I came to talk to you about your water."

The old man said, "Are you the man who came through here the other day trying to sell Bibles?"

He said, "No sir, that wasn't me."

The old man said, "Well, you've got the same kind of car."

"No sir," he said, "it wasn't me."

"Well, those are not the right kind of Bibles," the old man said. "They aren't the real Bibles," and leveled his gun.

He left and went quite a ways up the road to the next house, and a woman met him. He explained his project, and she was very cooperative. After he had his sample, he told her, "You know, that guy down the road is crazy! He ran me off with a shotgun."

She said, "Yes, I know. That's my dad."

He learned a good deal about kinship patterns and about people's reactions through that experience. He went further out into the country and was quite disturbed because he found, as might be expected, that the wells, cisterns, and springs being used were polluted, primarily with bacteria, occasionally with minerals. He talked to a woman and told her, "You know, it wouldn't be hard to get a chlorinator to put in your cistern,

and you'd be much safer." She asked how much it would cost, and he told her that it wouldn't be expensive, perhaps $1.00, and she said, "Young man, if I could afford one of them things, I wouldn't be living a way out here." So he learned something more than the biology of water. He had many other stories to tell. As the result of his internship, he began working in the Air Pollution Control Section of the State of Kentucky's Health Department, was charged with air pollution control of several counties in northern Kentucky, and now is back in school under a grant from The Federal Environmental Protection Agency.

In the early days of the Peace Corps, volunteers went out full of the volunteer spirit. For example, they worked in health, trying to do immunizations in places such as Guatemala, working with people, with politicians, with the social structures. In their evaluations, many of them said, "I learned more during these two years than I learned in x number of classes in college."

We've all experienced that response. Engineering co-op students who work with nuclear reactor programs drafting components for a structure to house a nuclear reactor will say, "What I learned has taken on new meaning, because I see now how it relates to a real situation." In Rabun Gap, Georgia, where Foxfire is published, the high school students are learning about their heritage, their cultural values, their personal values. They are doing this not simply by going out and talking to people, but by publishing a magazine and books. If you see their movie or talk to any of the young people, they are full of statements and testimonials as to what they've learned. "I began to appreciate my grandparents. I

realized they had something to say."

I remember a chemistry major who worked in the campus snack bar. He worked there because it was his labor assignment. He did bookkeeping and budgeting, planned schedules, and ordered supplies. He had a real interest and ability in management. He changed his courses to a double major in Industrial Management and Chemistry.

There are many similar stories. I could go on and on, and you could add to these. My point is not to sell the idea of work-study. In fact, I think that job has been done. There are so many examples and so many activities that the need is not for more stimulation. Rather, the need is for the hard work of what we're going to do with this workshop.

We've had volunteer programs--the Peace Corps, Vista, ACTION, National Service conferences, internships, Public Administration, professional development, field-work programs, and social work education. Co-op education in engineering has existed for some time, and is broadening out from there into other areas concerned with applied learning. The College Work-Study Program based on financial aid and using students to meet manpower needs has been funded in Washington. The Urban Corps have arisen from that program. We've had the universities without walls. We've had organizations such as SREB, TVA, the Department of Labor, the Economic Development Administration, Public Health, state governments, and industries becoming involved in the internship business. The Carnegie Commission has given note to work-learning as have the Coleman Report and many other books and articles. The Co-op Education Association, the Society for Field Experience Education, financial aid officers associations, placement

officers associations are involved. We find that about 60 percent of students work while in college. The movement is here. It is no longer something that needs to be promoted so much as dealt with, so we're trying to address ourselves to the question of what we're going to do with it. We have difficult work dealing with this phenomenon and making the most of it.

What is this phenomenon? I don't think I've ever heard it described in one word. It is interesting that all the different terms floating around couple at least two words, and very often use a hyphen sometimes in some way--co-op, work-study, service-learning, action-learning, experiential education. These couplets, which express a relationship, underline the importance of relationships as a critical part of this phenomenon. We've chosen to use the term "work-study" for our project for no particular reason except that it is a convenient handle and one with which the foundation which funded our project was familiar.

The point of this discussion of definition is that work-study cannot be defined in one dimension. This is important to our understanding of it and to our meaning, for it is multi-faceted, multi-dimensional. Our own Berea College program has been using the symbol of an octagon in trying to describe itself, and I think that it applies generally. The concept of work-study has different facets, and could rest on any one of these. The problem often is that we try to decide which facet is most important, overlooking the fact that emphasis will be different in different places, expectations may be different, and that there may be various combinations. The symbol probably should be polyhedral, showing

more dimensions, but the octagon demonstrates the idea that the connection between the various facets give work-study its importance. What are these facets?

1. Skill Development. In work-learning situations, students learn skills. Whole programs are built on the idea of skill development.
2. Financial Aid. The federal college work-study program arises from financial aid considerations. Work-learning is not limited to that, but it is an important facet.
3. Careers. Programs in industry, and internships may have a predominant interest in careers, but that need not limit the financial aid values or development of skills.
4. Personal Growth. Certainly, students grow themselves and seek these kinds of assignments for their own reasons of growth.
5. Service. The term "service-learning" includes the word service, which implies a value position. Rather than using the word work, it implies work for some reason--providing a service, providing something to your fellow man. Many volunteer programs arise on this basis.
6. Manpower. We are very conscious of this facet at Berea College, because our college depends upon students as the basic source of manpower to run our institution. The 60 percent of the students who work across the country are an important part of the manpower of the nation. We should use it well.
7. Social Responsibility. Some of the public service programs are based on citizenship and social responsibility. Everyone can

find some opportunity for expressing citizenship through work.

8. Educational Value. Vocational and field-experience programs are well-known to have an education orientation--another facet on which some programs rest.

You may add your own facets to these, but keep in mind that work-study as we are talking about it here is multi-dimensional. To try to say which facet is most important or to exclude all but one is to make a mistake in understanding the potential of work-learning programs.

The term "work-study" by itself implies two things. On the work side it implies that there is value in taking action, in doing something, in living now, in making a contribution. On the learning side, it recognizes the importance of not just doing without thinking, but of thinking, of mental development, education, understanding, thought. Work-study should be an arrangement under which the accomplishment of a productive task is linked with conscious and disciplined learning. The discipline of the mind requires honest questioning, relating experience to other information, and generalizing. This is the discipline of usefulness. What you do is important. Whether or not it is of value is important. It takes you into value considerations, and it requires action. Work implies action. You can't simply observe a situation. You must make decisions and act. This is a different kind of situation than you find in most academic activities. Put these two together--the discipline of the mind and the discipline of work--and you have something that has tremendous vitality. That is the kind of double disciplined program that we are trying to create here in the project.

One word on the question of academic credit and pay. Both should be symbols, indicators, reflectors of learning and of productive work, but they are not the definition of those things. In other words, it shouldn't be assumed that simply because a person receives academic credit that the work is educational or that it is not educational because he receives no credit, nor should it be assumed that if the work is paid it is productive or if not paid nonproductive. Keep that in mind, because you'll see that volunteer programs can involve productive work. Similarly, programs that don't receive academic credit are included if learning occurs. My preference, of course, is that we are able to give both--academic credit if learning takes place, and pay if productive work takes place. These thing are not incompatible, but at best interdependent. There are many variations.

We are concerned in the Work-Study Development Project at Berea College with how we are to promote the effective use of work-study as both an educational tool and a manpower tool. During this first year of our three-year project, we are placing our focus on the manpower side, rather than on the educational side. We are looking first at the manpower side in part because we think that is where we have the greatest strength and the greatest chance for immediate improvement. How do we use students effectively? How do we get the greatest output from students? Rather than worrying about whether we are dealing with co-op education or service-learning or internships or field experience, we decided to attempt to deal with the component parts of this phenomenon and cut across these different categories.

Position and project development is one of those parts. Regardless of the type of program, the development of an assignment for a student is basic. Whether the assignment is developed by the student, the faculty, or the agency, it is important as the setting in which work-learning is going to take place.

Supervision is another common feature with variations. At times, the student is self-supervised to some extent. At other times, he takes direct supervision every day. Supervision is a very important part of his activity. We are developing workshops on supervision, to examine ourselves and our experience, to improve our supervision, and to share our experience with others and undertake an exchange with them.

Concerning administration and finance, another common feature to all programs we are asking, "What are the administrative devices that can be used in such programs?" "How do you finance them?" "Where do you find the money to pay students, to pay for the program?" We'll be dealing with these questions in a workshop in administration and finance sometime in June.

During this first year, we will be looking at our method for using students effectively. How can we effectively put them into positions where they can be productive? Next year, we will shift our emphasis to the learning side. How do students use and how can we help students use their experience effectively for learning? How do we see that the greatest learning occurs? How do we exploit a work-learning situation for maximum achievement?

We also need to deal with the question of setting objectives. We

don't effectively establish educational objectives for a work assignment. I wonder if perhaps we ought to explore the idea of contract education here at Berea College. We have a labor contract which a student signs for work, but we have no contract for learning. I think that we should work on combination work-learning contracts and we will be doing so next year. We'll be working on educational tools which have been developed in academic studies but not extensively in the work area. Seminars, workbooks, readings, the role of the faculty, all of these are issues which we'll be examining next year. Beyond the learning possible in the work situation itself, how do you integrate this experience into a curriculum? How do you correlate this with other parts of learning? This is not the only way to learn. How do you fit it in with classes and with library research? Little has been done in this area except with very specific situations. We are a liberal arts institution, and we think of this in liberal arts terms--not talking about simply getting a physics major and acquiring experience in physics labs. That may be good, but it isn't the whole story. We are interested in developing a total person, a learning and doing person.

In the third year, we hope to begin to put this together, not trying to build a model, but trying to look and see what different models there are and how you can put the work side and learning side together more effectively for using the work-study situation. There are many work-study situations, and I hope that we don't limit our view to only one. I have categorized four different types of work-learning situations in which we put students.

The first, which I don't particularly like, is that of "the honored guest." This approach typically is to place the student in the position of observer. The organization to which he goes says, "Yes, we'll be glad to have him. We'll take him to our meetings and we'll let him rotate from this department to that department to learn the whole operation." He doesn't do anything. This approach is not the best one, but it is a method that is used and in some situations, it may be effective. Watching a surgeon operate is an example where actual participation may not be best.

The second type is the special assistant. In this situation, a student is assigned to work with a person as a student assistant. The student is tied to a professional who will work with him and who will use him. This can often be very effective, depending upon the persons involved. It has dangers in that insufficient planning may go into it, and the student may simply be an errand boy following someone around and getting books for him from the library. You have to be careful with such a situation, but it is another valid way of putting students into a position in a one-to-one relationship with another person.

The third situation, which is used most often, is the position approach, in which a student is placed into a box on a chart. "Your job is this. This is your supervisor. This is your duty." We do this at Berea, for the most part. Students serve tables, set up audio-visual equipment, and take visitors on tours. These are all positions in our program. The co-op program is generally done in this way, and it is a valid approach. If we are going to do it in that way, however, we need to apply effective

personnel techniques and do a good job of position development, not simply put it together unprofessionally.

Finally, there is the project approach. This has perhaps the greatest potential in terms of both learning and accomplishment. It can't apply everywhere. Serving tables cannot be handled as a project, for example. The chief characteristic of project approach, which has been used effectively at SREB and other agencies, is that it gives the student a task, defined in terms of objectives or needs, rather than a position. These projects most often are more self-initiated and self-supervised, with the emphasis on the product. In business and in industry, there is much discussion of "management by objective." This is the same kind of thing, and is a way of using students most effectively in a work situation.

In seeking situations for students, I would suggest that we differentiate between manpower needs and positions open. We tend to think--at least those of us who are not involved in internships but in work-study in the narrower sense--in terms of positions only, and that is insufficient. If an agency is asked if they have a position for a student, they tend to say "No, our positions are full." The question which should be asked is "Have you got things to do that need to be done that a student can do?" Everyone has a list of things that they aren't getting done, and you can show them the way to get them done and meet their objectives through the use of student manpower.

Students have certain significant characteristics as manpower in a work-student situation. These characteristics are important in terms of

how you develop a position and set up a system for a student.

First, a student is almost always available for short term. We are talking about short-term arrangements, and that is very important as you plan the positions. You have to plan in manageable pieces of work in terms of the time allotted, which usually divides into terms of three months to a year, and very seldom longer than that. Related to that is the student's perception of time. Students don't perceive time in the same way that we do. For the student, time is divided into small increments. A year is a long time to a student. When we get into programming, into the responsibilities of programs, we think in terms of three years, five years--which is an eternity to students, whose perception of time is much smaller. We realize this and deal with it, which means that we need to set realistic goals in terms of what they can do and help them to see how this task that they have fits into a longer-range activity.

Students are oriented toward impact. They want to know that someone will listen to them. "Am I going to be able to have some impact on the situation?" This means that we must define tasks that are measurable in terms of progress. We must use this desire for impact as a motivating factor in place of such things as salary, security, and advancement in the organization, which don't apply to students as they do to regular employees. You must give a student a chance to make an impact on something, and that means defining the task in the way in which accomplishment is possible and then helping him to interpret achievement. Students are apt to become easily discouraged. They suggest something that seems like a great idea, and you agree that it's a great idea. Then nothing happens. The result is

that the student says, "No one will listen. I knew they wouldn't." Again, this is a perception-of-time problem, a desire for impact. You have to enable students to understand that simply having a good idea is not enough. It must be implemented. This is one of the disciplines of labor.

Students have relative freedom. When is the last time that any of you spent your full time on one project? I doubt that any usual worker is able to do that now. A student can, however, in this kind of situation. He has tremendous advantage in terms of manpower potential. He is unencumbered by a past with the organization--or a future, for that matter. He is not full of professional biases. He has not learned yet what cannot be done. Assigned to a specific project he can accomplish a tremendous amount in a short time.

Students in work-study situations have educational goals. That means that they are going to ask questions. The student is going to want to understand why he is doing things, and is not satisfied with simply doing them as instructed. This can be a nuisance sometimes, but can also add a vitality to student labor that is not normally available in employment. On the other hand a student may not share the sense of importance of a job that a supervisor does, even though in general students are interested in impact. He may be passing through transiently and not view the activity of his agency as of crucial importance, and yet to the supervisor, this is his profession, his life. He may feel very threatened if the student does not attach enough importance to what he is doing. This must be considered in setting up positions.

Overall, students as manpower represent a tremendously vital source of help. Students are energetic, fresh, seeking experience and personal relations, and thus open up opportunities for you as a person as well as a program administrator or supervisor. Imaginative and professional approaches to the development of positions for work-learning can assure that everybody benefits - the student, the agency and the college.

# DEVELOPING A JOB DEFINITION

Dr. Frank Adams
Director of Student Work and Financial Assistance
Southern Illinois University

*The goals of the employer, the student, and the educational institution involved in a student work-learning activity are all more likely to be achieved if there is a clear understanding about how each relates to the other. One tool which can go a long way to providing the needed clarity is a carefully planned and articulated job description.*

*Frank Adam's background in developing a student job classification format lends weight to the comments he offers on preparing effective job descriptions.*

The writing of job descriptions can be very dull, and is much more difficult than writing themes. It is easier to write poetry, but there is a reason for writing job descriptions. They serve a significant purpose in personnel work. This general purpose is that job descriptions or job definitions are used as a tool of personnel. A job description is not an end in itself, but is a tool to assist in personnel work, whether industrial, business, or educational personnel. It should not only help a personnel manager to do a better job, but should be better for the employee and, hopefully, for the institution, the agency, or the company which has a personnel program.

A second purpose of job descriptions or job classification plans is that they assist vocational or career counselors in placing students in

work situations. A career or vocational counselor must know two very important things when placing the student in a position. He must have information about the position, and he must have information about the individual or student whom he will be placing. If the counselor has a listing or guide which indicates the kinds of work, the level of difficulty, and the requirements for each particular job, he has a tool which will enable him to assist students in finding suitable employment. A student says, "I am majoring in calculus. What type of work experience can I find as a student that relates to accounting?" If the counselor is not aware of existing jobs, he is at a disadvantage. He cannot effectively or intelligently counsel the student about what experiences may be encountered on the job or even whether such a job will exist. Job descriptions provide information necessary to effective vocational counseling.

It is quite possible in a very simple system to have 3,000 students working under one job title: "student worker." This is the easiest system in the world, and poses no problems whatsoever. Such a system can be even more simplified. I visited a university in Pennsylvania several years ago and was amazed when a dean told me, "We have a much simpler and more easily administered system than at Southern Illinois University. We pay everyone $1.00 an hour and we have only one job--student worker. This is the easiest thing in the world to administer, and we have no problems at all. Everyone works for the same rate," he says, "and we don't let them find out what they want to do. We don't let them go here, we don't let them go there!" I thought about it for

a while, and it almost ruined my career. I'd like to think that we could go beyond that in offering work experience to students.

We've attempted, over a period of years, to offer jobs with diversity that can relate in some way to students' academic programs. I am the first to realize the importance of a very sophisticated program, and probably the most sophisticated at present is cooperative education. I recognize the value of having future teachers spend a summer or two in camps as camp counselors. I recognize the value of a frustrated student deciding to take time off from college to work for a while. A young man graduating from high school who would spend two years on a tramp steamer traveling around the world might acquire an education with greater personal meaning during that time than during the first two years of college in any school in the United States. He is experiencing life, and you can't separate education from life, although we try to do it. What do we do? We line up the lockstep schooling which isn't altogether life. The real world is out there, and that is the most important. We must attempt to combine the work experience with the academic experience to enhance the overall education of students. We can't guarantee that it <u>will</u> be enhanced, but we should attempt to broaden the total college experience through career-related work experience.

The key to an effective and worthwhile student job classification plan is supervision. Supervisors who work in an institution of higher education should be more than supervisors interested only in the student's getting the job done. That is important, of course, because there is work to be done which <u>should</u> be done. But I would hope that while the

student is working, there would be some type of relationship in which a supervisor could talk with the student about almost any problem that this student might have in higher education. If not, I'd like to fire that supervisor, because a supervisor is also an educator. One of the most important things that will ever happen to him in his life is happening in his job, and that is to have young people working with him. As he works with them, watching them grow and develop, hopefully he will influence them in the proper way. I do not think of work supervisors solely as work supervisors. I think of them as teachers. They may earn only four or five hundred dollars a month, but they have a very significant responsibility. Supervisors often have students working closely with them for three or four hours a day. How long do faculty members have contact with students? At most, three to four hours a week. We don't always influence them, since we are not close to them. But the supervisor works with them for longer periods of time, and that is why an educational program must--and I have to emphasize that--must use a classification plan as a tool to get across these attitudes and values in using supervisors to build educational values. Job descriptions are only pieces of paper, but behind these pieces of paper lie the educational properties of work-study. The supervisors are the key not only to getting the job done, but to the total value of an educational program.

Too many supervisors aren't interested in academics. There's a great difference between a professor working in a laboratory with a junior or senior student in an instructional aide capacity, with the

student setting up equipment or helping some freshman with an experiment --there's a difference in responsibilities for the faculty member in a supervisory situation and in a classroom. For this reason, there is much benefit for education in having student workers in a variety of jobs in many institutions, because it enhances the overall education of the faculty as well as the students.

The interdependence offered through career-related work and education can provide a reinforcing relationship. In developing and planning jobs and writing job descriptions, the most valuable relationship to be established is that of career-related work experience and the academic program. If the student has a career in mind, the complexity, the responsibility, and the duties of the student must be increased in pertinent work experiences as well as in education. Keep that in mind. A student cannot be made to wash dishes for four years and have it count as four years of education any more than English 101 should be taught for two years, with credit given every term for English 101. Sooner or later, in structuring a work program and using the tools that I am talking about here, thought must be given to advancing the student through both work complexity and educational complexity. Too often, students go through both work complexity and educational complexity. Too often, students go through four years of school and suddenly are thrown relatively unprepared into the cold world. What happens? The graduate thought that someone was going to pay him $10,000 a year simply because he had a college degree and someone had told him that he was educated. But he lacks experience, as he has not worked and hasn't

learned to use his head yet.

I have to relate here a story about a beautiful old black lady in Mississippi who had a catering service. She was quite successful and was making money. Anyone planning a wedding or a party asked for this lady, because she did a great job. So some newspaperman thought of this and said, "There's a feature story. I'm going to find out about this old lady." While interviewing her, he asked, "To what do you attribute your success?" She thought for a minute, then replied, "When you ain't got no education, you learn to use your brain."

In our present system of higher education, we put students lockstep through 12 years of schooling, and often they do not know how to use their brains. Work-study provides opportunities for students to use their brains by tying their education into work.

What is involved in developing a job definition? When someone says "I have a position" and someone else says "I have a job," what comes to mind? To the layman, the man who has a job has a blue-collar job and the man with a position has a white-collar job. That isn't correct in personnel work. The position is a group of duties and responsibilities assigned or delegated by competent authority requiring the full-time service of one person and the part-time service of one or more people. That definition says nothing about the color of a collar. If you have a typist, you have a typist position. If you have ten typists typing in work that is similar, then you have a typing job which is primarily made up of similar positions. If you have 3,00 students working, then you have 3,000 positions, but may have only 205 jobs.

What is a job description plan? A job description plan is a form used to collect pertinent information which distinguishes a particular kind or level of work--work related to abilities.

When someone asks my help in writing a job description for student positions, I sit down with them, using a simple format, and say "Let's go ahead and indicate in a rough draft what we think the student is going to be doing." A rather simple outline is sufficient in defining positions. "What are we going to call this type of work? What title do you have? Do you have full-time people doing work of this sort?" A job description may already have been completed if full-time personnel have been similarly employed, but if the position is completely new and recently created, and if no full-time person or student has ever done such work, a job description will have to be written. In many cases, the student works for three or four months and does a number of things, and finally you sit down with the student worker and the supervisor and say, "Let's see what you're doing now. You've been doing it for three months. Now we want to write it up."

There are five essential steps in developing a position plan or job description plan. Initially, there is a "Job Title," which is selected with a considerable amount of care to provide identification. Usually, the job title serves to indicate what is involved in the particular position. For instance, if I say, "The job title is Clerk," that would offer a certain amount of information, as most persons are familiar with clerical work. But if that's as far as I go, you aren't sure whether I'm talking about a library clerk or a shipping clerk, are you? If I use "Postal Clerk," additional information is provided to identify the kind of work being done,

even though actual duties, responsibilities, or possibilities are not described. The job titles are very important, therefore, and should be selected with care to provide a key to what is involved in the position. There is a definite difference between a postal clerk and a shipping clerk, yet in the broader category, both positions have many similar functions. The job title should indicate the distinctions between positions.

A job definition indicates the nature of the work to be performed and is usually a brief statement describing the duties and responsibilities which are to be performed. These are the key to a job description. In concise sentences, action-type words list and describe the kinds of work to be performed. I'll give you a quick, full example. Here is a job definition for a student instructional aide. To make it understandable, the title is "Instructional Aide." The job definition reads: "Under the direction of a faculty employee, and with minimum supervision, a student instructional aide usually performs the following duties: Prepares for small-group tutoring sessions" -- the word "prepares" is your action word, indicating one of the duties which this instructional aide will be performing. "Conducts tutoring sessions presenting classes as directed. Uses tests and other means of evaluating student projects and competencies. Reports progress to the faculty supervisor. Attends staff meetings." We are talking about duties and responsibilities. Here are a few things that the instructional aide may do, additionally, in this classification. "Help with clerical work connected with class records." In other words, the student may have to type or do other clerical work to assist the

professor. "Could prepare laboratory tests, type lectures," etc. But the duties and responsibilities are the key in your job description.

The next step in preparing a job definition or job description is to list the basic qualifications. There are three major reasons for providing such a list. First, this information serves as a guide to the interviewer in selecting applicants who appear to possess qualifications needed to perform a specific job. For example, under the basic qualifications or requirements for an instructional aide, the first attribute listed is "dependability." Next, "reliability," "complete honesty," "accuracy," "trustworthiness," and "a willingness to work and learn" are also listed. These requirements indicate something about the nature of the job. If this is what is listed on a job description, the vocational counselor who looks over the information on the form can realize that someone who is dependable, completely honest, and accurate is needed. The point is that these guides are for the counselor, who is serving the person who will hire the student. To help both the student and the employer, these job definitions or job descriptions are very practical personnel tools in that they state specific requirements for specific positions.

The next item under "General" that I'd like to mention is skill. I could spend a long time simply differentiating between what is meant in terms of skill in job descriptions for student workers and for full-time workers. In the case of students, we use the word "skill" primarily as an indicator of potential, because in skill-terms, student workers are not professionals but rather are in a paraprofessional or learning stage.

One last item on a job description is "Training Period and Educational Value." Our training period is that period of time we indicate, usually three months. This means that after three months, we expect that our students will be performing on an acceptable level. We would like to think, hopefully, that we move with increasing the responsibility of our students, which we always should do but which, unfortunately, we do not always do. All too often, students are expected to perform adequately on the job, but are not encouraged to assume responsibilities which they are capable of assuming. We are afraid that they will make a mistake and embarass the institution or the supervisor. They must be presented with opportunities in which they can learn to assume responsibility. I'll be the first to say that it is much easier in an institution or establishment to employ full-time personnel, rather than to have students coming in for a few hours each day. The latter is difficult to manage, but is the educational approach supposed to be easy? I don't think so, and that's why I fight for students every time I get a chance. What's so wrong with my taking a little time and spending it with a student in a work situation as well as in a classroom? That should be a part of education. There is nothing more relative than education. For this reason, throughout the history of higher education, it has been important that faculty and students work together.

Finally, in a classification plan for higher education, when job descriptions are formulated to meet the needs of a particular school, college, or institution, certain basic policies should be stated relative to how student personnel are to be paid. You'll have to know how you are going to pay

personnel under some system of pricing to be equitable. There should be some indication in the classification plan as to how a person can get increases, shall we say. The 3,000 students at Southern Illinois University work a certain number of hours and automatically receive an increase, regardless of their job. We consider this to be a fair method, one which takes care of what we call longevity. Once a student has worked 1,500 hours, regardless of the number or type of jobs he has held, he automatically recieves an increase. However, there are certain students--as you know when you teach--who achieve on a higher level than other students. This is always true in human nature. Some workers perform more conscientiously and are more dedicated. We therefore have provision for a merit increase, in addition to the longevity increase. The student is evaluated by his supervisor every six months, and can receive a merit increase if his performance warrants it. These are two basic policies which may serve as personnel tools in paying equitably: the merit increase and the longevity increase. A system of promotion offers a third possibility.

Most of these policies which we use as tools at Southern Illinois University developed from a complete job analysis of all student workers in 1960. We felt that students should be treated as fairly as full-time personnel. Not necessarily better, but as fairly. After all if it were not for the students, the full-time people would not be there. This is overlooked quite often in higher education.

I entirely overlooked something that is very important. Most students or full-time people work far beyond the descriptions for their jobs. Don't

use workers bureaucratically or take the job description too literally. Use it as a guide, and it will help you. The very last item in every job description should be, "And to do whatever else the boss wants done." Don't say it in exactly that way, but that's what it should mean. You have to end job descriptions with some broad term indicating general responsibilities. Otherwise, you limit the function of your employee.

I'll end with an example of something which happened to me once in this regard. I had hired a student to do bookkeeping. Later, I wanted her to type something, and she said, "No, I was hired to do your bookkeeping, and I won't type." That was the first challenge I'd had in a long time, so I said, "Oh? Can you type?"

"Yes," she replied.

"Well," I said, "I want some typing done, and you may be a bookkeeper, but I write job descriptions, and the last thing it says on yours is that you're going to do whatever else I want done."

She says, "I didn't see that on there," and I said, "It's on there, so if I were you, in your situation right now, I believe I'd get over to that typewriter and start tickling those keys."

"Okay!" she said, and away she went to use the typewriter. So the last item on your job descriptions should be "And anything else that needs to be done."

## ADMINISTRATIVE CONSIDERATIONS

Richard Ungerer
Center for Washington Learning Opportunities

*It has been said that a problem well stated is half solved. The following paper delineates the most significant problems which an administrator of work-learning programs must face and explains approaches which have worked in varying contexts.*

*Richard Ungerer's discussion of these problems makes a major contribution toward getting halfway to the solutions we desire. Your creative energies and the efforts of your colleagues in all aspects of the work-learning enterprise will be required to produce results for your specific operation.*

Predominantly, our exposure at Mt. Vernon College with what we call academic internships consists of students going out for periods of six weeks on a full-time basis, working in Congress, working in interest groups, working with social service agencies, working in psychology placements, etc. Each group of students has a faculty adviser, receives six credits for the six-week experience, and usually engages in a seminar and academic component along with the internship.

The other function of The Center for Washington Learning Opportunities (and perhaps the major and most time-consuming one) is the development of an organization that will act as a service agency to other colleges, universities and, recently, secondary institutions who are interested in sending their students to Washington for co-op placements, internships, and work-study jobs. This means that in the past year and a half, we have

worked with a variety of different institutions which have a variety of different reasons for sending their students to Washington. These students cover a broad range of academic and career interests, and are junior and senior high school through graduate-level students. Some are paid; some are unpaid; some are work-study; some are volunteer; some are living stipend. In other words, there is a diversity of financial arrangements. Some come for a minimum of one month; others come for three months, six months, or a year. Most are full-time; some are part-time.

My involvement has been with providing programs, each using its own kind of work-study, department of education, field experience, experiential education, etc. What we've had to do was to try to interpret what the schools are saying, then try to make sense out of that in terms of responding in a service capacity to placing their students in Washington, assisting them, and providing some form for monitoring the academic component.

Relating Motivation, Needs, and Purpose

In general, I would argue that there are three critical questions that need to be asked. These questions involve motivation, needs, and purpose. In terms of administrative considerations, this involves looking at the school or the academic institution, the organization where the student will be placed (whether an on-campus office or an off-campus agency, whether public, private, community-service, etc.), and at the students themselves. The question that I would like to examine

and some of the issues that I'd like to comment on are concerned with the nature of the relationships between each of these three components. In thinking through what some of those relationships are--in a sense, how you can establish, implement, and record the relationships--it becomes obvious to me that the motivation, the needs, and the purpose must be examined in every specific case.

Some schools are interested in sending students into work situations for financial reasons. That is perhaps a significant motivation for the student, and may be a purpose of the college for involving their students in work programs. If the financial aid incentive is strong, it will favor the arrangements made for the students. The same is true if a student is interested in going off-campus for very altruistic, service-oriented reasons and wants to go out into the community to help poor people, which has been suggested as a different kind of program requiring a different set of relationships for that student.

Another way of looking at it is that students themselves have very different academic and career needs. Students from Appalachia--as opposed to students from private institutions, from public institutions, from schools such as Harvard--have very different needs. I make the somewhat idealistic assumption that institutions should have a purpose. Determining that purpose is sometimes difficult, as it is seldom well-articulated. The way that I would like to approach the whole subject of work-study is that the question of motivation must be answered first. Why is the student getting involved in an off-campus or an on-campus work experience? Why is the institution involved in that? Is it to better the relationship of

the institution of higher learning with the surrounding community? There are a whole host of possible conjectures and reasons, but the question of institutional involvement is very critical and is perhaps the one that is most difficult to answer. If that purpose can be identified, then the administrative relationships and the way in which the school, the organization of the placement, and the student relate to each other should flow from that initial purpose.

The way in which I would approach the question of administrative relationships is that it must be looked at in terms of a process from the initial contact with the student to the placement of the student to the development of the position to what happens when the student is working, to evaluation, follow-up, etc. The purposes, needs, and motivations will have an effect--or should have an effect--on each of these processes.

Considerations in Student Placements

The first and perhaps the most important problem that we experience is determined by the fact that we handle placements for students throughout the country. For example, we have a student from California who wants to come to Washington, D.C. We have to ascertain the student's needs, interests, and what he wants to do, and develop a placement without the luxury of an interview. In Massachusetts, every student interviewed was sent to at least three different agencies, and the student then made a choice. We do that at Mt. Vernon College with our own students and with students who are in institutions in the Washington, D.C., metropolitan

area. Because of distance, however, student interviews are impossible in some situations, and this has created a host of different problems.

Therefore, in the application we need written information in terms of something we can look at, read, or perhaps follow up with a phone call, but in most cases, not follow up with a personal interview. Somehow, we have to know the needs of the student and the objectives of their program. Some schools do not allow students to be paid if they are receiving academic credit. Other schools require students in field experience to receive both academic credit and payment. Some allow payment for work-study. So we must somehow determine through these initial questions the extent of the financial need of the student and the extent of his resources in terms of tapping into Federal College Work-Study. We're always changing the way we do it, because we find that it is very hard to solicit information in a written format.

One aspect that we find somewhat representative of most placements with which we deal in Washington is that writing skills are important. We therefore ask the students to write brief essays which give us an idea of how well they can express themselves. We also are very interested in the motivation of the student, so we ask, "Why are you interested in coming to Washington? Why are you interested in field experience?" We then ask other questions and try to get other information, all of which is important to us. I include this in the subject of position development because when we initially contact an agency or try to develop a relationship between anacademic institution and a receiving organization, information regarding the motivations, the purpose of the programs, the

parameters, the financial need, the requirements for academic credit is necessary. When we contact an agency, we have to communicate to them: "Are we pushing a pay job that is actually going to be a career development position for the intern?" or "Are we dealing with a student who is really into a political science course that deals with the legislative process and who wants to be in an agency where he can be involved and really have an exposure to theoretical issues?" Those considerations are important when you are beginning to build a relationship with an agency.

We initiate contacts with agencies. We try to explain the diversity of purposes. As a result, we try to receive a diversity of interests. Some agencies can pay students; others cannot. Some agencies can use short-term students; others can use only long-term. If possible, we try to gather that information through telephone contacts, then we begin going out and meeting people in person. Our image is always that we represent a diverse group of schools, but as we deal with an agency on a specific basis, we must interpret many of their different objectives.

Something that we have found helpful in terms of both furthering the relationship with the agency and developing these proposals and also furthering relationships with the students has involved the use of an advisory board for Mt. Vernon College for our new Public Affairs program, trying to involve people from the Washington community in helping us to decide what kind of off-campus placements relate to students' academic programs. Such involvement allows us to call upon someone who can go through the federal bureaucracy of whatever agency he's in and open up

positions. I would therefore urge you to think about advisory committees, formalizing groups of agency supervisors to build a relationship with your program.

Communicating Information to Students

The real problem which we have regards communicating information to students on placement opportunities that are available. The kind of information which we solicit is a description of the agency, a description of the project, and skills needed. Since we deal with many students who are interested in receiving academic credit, we also inquire what can be learned from the experience. Does the job require a political science discipline-oriented person? Does it require writing skill? Does it offer pre-professional training? Our assumption is that this information going out to students will help them, as a menu in a restaurant does, to convey some idea of what selections are available. Again, our method of presenting this information to students and faculty members is to suggest to them the kinds of relationships that we are encouraging between the student, the faculty member, and the agency.

One thing that we haven't discussed which is very interesting again in terms of building the relationship with a college is the problem of getting in touch with students. The one suggestion that I know several people have mentioned is the publication of a directory of information which would be sold directly to students. Predominantly, we try to get colleges, faculty members, and administrators to subscribe to this information, then hope that they will share it with their students. This

works and doesn't work. We're very interested in somehow developing student representatives who perhaps have been in work experience in Washington who can help to create an information pool or who can, in fact, teach other students what the experiences are. Another thing that we have tried only on a very limited basis is using video tapes of students in actual work experiences to communicate back to students.

A final thing that we've tried at Mt. Vernon College is the forwarding of requests from an agency to appropriate faculty members. If the request is a government order for placement, we direct it to our political science faculty members with an accompanying form which says, "Here is an internship proposal that might be of use for an internship for credit" or "This might be of use for a volunteer opportunity." Or it might be something in which they would want to involve their students on research projects. We try to use the faculty member in the hope that he or she will take that information and communicate it to students in a classroom setting. But letting students know what the options are is a real problem and has been very frustrating, since one of our purposes is to directly service individual needs of different institutions and different students. In a sense, we are unable to set standards. We can't say that we are helping only students who need pay or only students who need volunteer positions. We have a very diverse range of needs.

## Clarifying Relationships

After we have contacted an agency, have informed them of the student's background and interest, and have asked if they would accept the student, if

they say "Yes," we then need a form notifying the student of the placement, starting time, what the arrangements are, the salary arrangements, etc. The student is asked to sign and return the form. We've had problems with this. If the form is not returned, follow up with a note or postcard is necessary. In some senses, we have almost developed a monster in dealing at a distance with many institutions, involving individual procedures and individual interests. This is something which we are trying to revise, but the placement form is an initial and very important step in the final process.

The fifth issue involves finalizing the position and trying to clarify the relationship of the student to the specific agency, to the college, to the faculty member, or to our organization. In our case, four or five different parties could be involved. We use a learning agreement with which we've had only limited experience. It has worked in some cases. It hasn't worked in others. For example, we had 35 students in Washington during January. Every time a form is developed, it is multiplied by 15 different institutions and 35 students. This means that if you have three forms, you have three times as many mailings. As much as possible, you try to have fewer pieces, fewer forms, fewer procedures. As you can see, already you have a packet of six or seven, which is a hard thing to deal with. We've tried with limited success to have one agreement stating the responsibilities that the student intern, the faculty sponsor, the field supervisor, and our organization will read and agree to. This is to be filled out during the first week of the student's on-the-job placement. Students may come, for example, from California to Washington with an idea that they are going to be working with the Democratic National Committee. They don't know the

specifics of their placement. The agency doesn't know the specifics of that student--the personality, the skills, etc. We therefore look at that first week as the finalizing of the placement and the articulation of the relationship. What does the student have to provide for the faculty member? Is it papers, written evaluations, meetings with the faculty member if the faculty member is able to get to Washington to the Center? What are the responsibilities between the student and the agency supervisor in terms of pay, of on-the-job transportation, etc.? I would sense that each party--and this is the problem that we encounter--is more concerned with one than with some others. If you are dealing with a career development program, then you probably are very interested in the student's on-the-job performance. You are much more concerned with how the supervisor feels about the student. You are probably much more concerned about salary arrangements and who is responsible in case a problem arises, etc.

Other students come from much more flexible, diverse field experience or experiential programs which simply let their students go and, as long as they come back at the end of three months with a research paper, that's fine. The student receives credit, is not required to pay much attention to any of these considerations, but simply goes into an agnecy and figures out a relationship. If they are working on a volunteer basis, they don't have the responsibility to time schedules, etc., created by a paid relationship.

So again, we've been dealing with a whole host of different situations and trying to develop one form that will have a common middle-ground

between all of these. It has worked with relative success, but I would stress the necessity for getting down on paper beforehand what the relationship is to be between the school, the organization, and the student. If there is an office such as The Center for Washington Learning Opportunities or an off-campus study office in your college, there may be a fourth party in addition to the faculty members of the college. The specifics of the relationship should be determined ahead of time.

Program Differences

Other issues that I might mention are concerned with program differences. I've dealt with work-study in the past and know some of the problems there. Every program is different. Federal College Work-Study is even different. In New England, the college was the paymaster for most of the schools that we dealt with. In a legal sense, the student was responsible to the college. The student filled out the time sheets and sent them to the college, and received his pay checks from the college. The student was, in reality and for tax purposes, an employee of Boston College or of Boston University, even though he might be working in the legislature or in the Department of Public Welfare. That kind of work-study program created a unique model, and we had certain contracts and agreements which were unique to our program. New York City was the employer for the New York City Urban Corps, and required schools on work-study to have an opposite kind of contract. The student was an employee of New York City, insofar as tax

purposes and insurance questions were concerned, and these questions had to be looked at through the New York City people who--for all legal purposes--were the employers. That suggested a different relationship between that program, that agency, and the college.

These are examples of two different approaches, and I'm sure that it may become more confusing with work-study in different parts of the country. There are questions of how and whether students can get academic credit if they are receiving Federal College Work-Study funds. We fought that battle in Massachusetts just before I left in 1972. Most of the schools had received permission from HEW in Washington to use students who were receiving Federal College Work-Study funds for off-campus work who also could receive credit. Prior to that, their programs were illegal. Those were the kinds of things which we found differing not only from institution to institution, but from one part of the country to other parts of the country. I'm sure that they have been able to make some changes.

Another model in terms of salary arrangements is that the agency regards the student as an employee. My guess is that in those programs which are much more work-oriented, there would be value in the student's being an employee of the organization that he or she is working for, receiving a pay check from that organization, and being treated as a normal staff member. This suggests relationships between the organization and the student's school, and suggests that the student has to be aware of the relationships: Yes, in fact, they are an employee of that organization.

Another model which we use in our office and want to use more often is

the fellowship-stipend model, where the college--in our case, our organization--or some other type of broker actually has a contract with an agency for funding of a student stipend. The agency in turn provides the fellowship or stipend to the student. This is a very different model and has many different effects in terms of the relationship. Such a model is very helpful in promoting and encouraging the academic nature of the experience--and I use "academic" in a more traditional sense, simply because of what "fellowship" means to academicians. "Fellowship" is an academic term, whereas "salary" implies more of a traditional work term. The stipend or fellowship negotiation also makes it possible to avoid tax problems. A fellowship is non-taxable. Still attention must be given to the manner in which the Internal Revenue Service interprets various kinds of pay to students. But that is another twist, and one which offers a good method for funding student projects and student group projects. I think that the Southern Regional Board (SREB) and some of the Southern states have used the fellowship method, applying to a federal agency to receive money for student projects, then administering stipends from those funds. In such cases, the administering organization or college must have a well-defined agreement between their office and the student. Many such fellowships allow the student to be paid in advance. What happens if the student works for two weeks, then quits? Does he or she have to return the money? Consequently, many different problems would arise.

Another issue comes in terms of volunteer placements. Certain federal agencies such as Civil Service in Washington--and the same may be

true in regard to the union question and when you get into state agencies and civil service--argue that students cannot volunteer in agencies. I was informed that my mentioning that a federal agency will take a volunteer is illegal. We feel pretty safe about that, however, as we have recently received information from the Department of State, which has a work-study program. Of course, they don't pay the student, and their use of the term "work-study" is different. But their program is strictly volunteer, and they've had no problems. Even in identifying positions within federal agencies, I come into contact with people who say, "I must talk to the personnel office." The personnel office than says that they must talk to Civil Service, and you realize that there will be no placement for that student because they're going to be told that they can't do it. So volunteer placements present a whole host of different problems, not only in terms of what relationships you can develop, but how you develop them with the agency. When working with federal agencies, we have to present information in terms of the work that the student will be doing to demonstrate that he or she will not be replacing a permanent employee and will be doing work that is over and above the normal workload. That suggests the kind of relationship which that kind of volunteer placement is going to require--a very different kind of relationship between the student, the agency, and the college.

The questions of behavior, of termination, and of a student's having a work experience are ones that are really dependent upon the nature of the student's relationship with the agency. Is he an employee of the agency? Is he an employee of the college? Is he or she a volunteer?

Who makes a decision if the student becomes involved in an issue of confidentiality or if a student gets really upset about something and wants to sue the college or sue the agency? All of those issues can be critical, and encourage giving more attention to the types of forms and agreements to be used, which should be cleared through legal offices on college campuses or through legal offices in state agencies and local governments to ensure that what is being done doesn't have implications of responsibility for program administrators in the long run.

Monitoring the Placement

Very briefly, the question of monitoring the placement is tied into the agreement. If the college is responsible in a legal sense and also perhaps in an academic sense of being concerned with the career preparation for what the student does on the job and what the student is learning, then somehow you have to care about that student. You have to go out and see what the student is doing, or have written communiques, etc. Other schools who don't need to care or need to care to a lesser extent don't really bother about that issue as much. But all of these points are part of a process, and each theme or objective of each program is going to have to run all the way down through, and the monitoring of student placements will be extremely important in terms of how objectives are met once the student is in the work situation.

Evaluation

The final thing is evaluation, which again begs the question: "Does what we ask the supervisor about the student demonstrate our biases?"

Again, do we care whether the student really develops a skill? We will ask the supervisors for their evaluation of that. Again, we have difficulty in developing one form of this type for a variety of students and a variety of different purposes and agencies. I think that what we're going to try to do in the future is to request schools to develop their own forms which we will be able to use for follow-up. We need to be really pushing the school and pushing the student in terms of understanding how he or she is going to be evaluated at the end of the work experience on what he or she is trying to get out of it. Why are they in that placement or why are they in that work situation?

That just about covers the main comments that I had prepared. I don't think that I've given many answers, but if nothing else, I hope that I've encouraged you to think through all of the processes. Position development should not be regarded as a single operation or as something that is focussed at a specific point. Position development must be a part of your thinking throughout your administrative activities. From the very first time that you talk to an agency, a student, fellow faculty members or administrators, what you say and how you articulate your purposes, motivations, objectives, and what you're trying to get out of the program should have some continuity through each of these processes.